State of California
DEPARTMENT OF TRANSPORTATION

Business, Transportation and Housing Agency

M e m o r a n d u m

To: CHAIR AND COMMISSIONERS

CTC Meeting: December 14-15, 2005

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Information Item

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Ref: **NOTICE OF THE 2005 POLICY ELEMENT OF THE CALIFORNIA AVIATION SYSTEM PLAN**

SUMMARY:

The Policy Element of the California Aviation System Plan consists of five policies with supporting implementing actions, which reflect the Department of Transportation's (Department) purpose, mission, vision, and goals for the aviation mode. It also guides the Department's Division of Aeronautics (Division) and is the basis for the Division of Aeronautics' Business Plan. This update of the Policy Element represents a major revision of the December 2001 Policy Element. The 2001 Policy Element had 18 different policies, while the revised Policy Element only includes the Department's five Aeronautics goals. The intent of the revision is to streamline the Policy Element and make it more consistent with the Federal Aviation Administration's (FAA) Next Generation Air Transportation System: Integrated Plan.

The 2005 Policy Element document for the December 15, 2005 meeting is an information item and will be made available prior to the meeting. The Department will propose the 2005 Policy Element for adoption by the California Transportation Commission (Commission) at its February 2006 meeting.

BACKGROUND:

Effective January 1990, Public Utilities Code Section 21701, et seq., requires a CASP to be developed and updated every five years by the Department in consultation with Regional Transportation Planning Agencies (RTPAs).

The Commission initially adopted the Policy Element in October 1991 to begin the first CASP update. The Division updates the Policy Element periodically to ensure that it is current enough to guide the continuous aviation system planning process and to guide the other elements of the

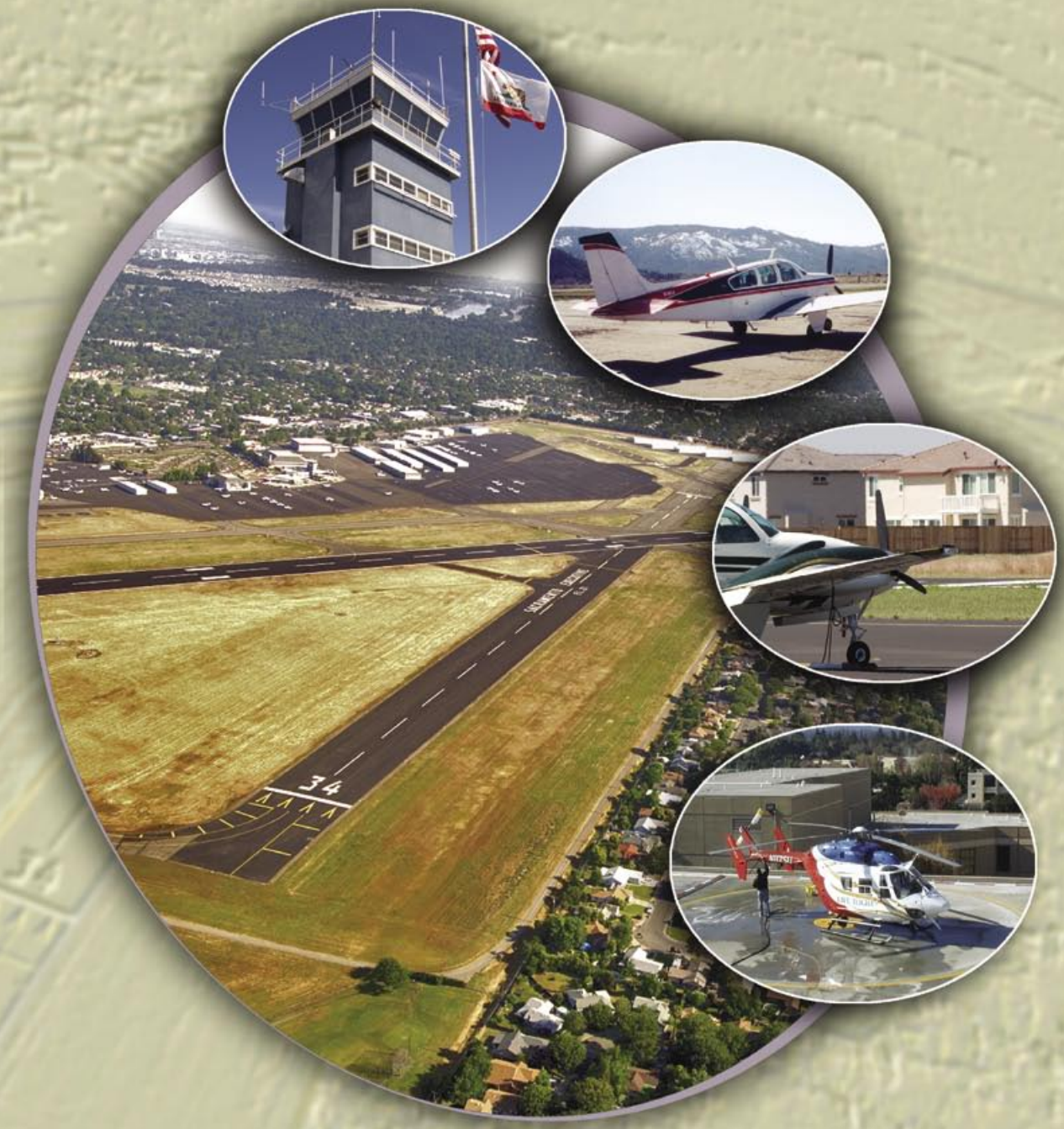
CASP. Previous updates of the Policy Element were adopted in May 1995, January 1998, and December 2001.

While updating the CASP Policy Element, the Department's Division of Aeronautics worked with Regional Transportation Planning Agencies, the Department's RTPA Aviation System Planning Committee, the Commission's Technical Advisory Committee on Aeronautics (TACA), and others. The Policy Element was presented to TACA at their June 2005 meeting and was approved at their August 2005 meeting.

Attachment

California Aviation System Plan

POLICY ELEMENT



California Department of Transportation
December 2005

Caltrans

CALIFORNIA AVIATION SYSTEM PLAN
POLICY ELEMENT

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CALIFORNIA DEPARTMENT OF TRANSPORTATION
DECEMBER 2005

Table of Contents

EXECUTIVE SUMMARY

The Policy Element guides the development of other California Aviation System Plan (CASP) elements that help direct improvement of the California Aviation Transportation System. This document serves as a resource guide for the activities performed by the California Department of Transportation (Department), Division of Aeronautics. The newly streamlined categories in the Policy Element reflect the Federal Aviation Administration's (FAA) *Next Generation Air Transportation System: Integrated Plan*, and Government Code Section 65041.1. This Government Code Section lays out the planning priorities of infill development and equity, protecting environmental and agricultural resources, and encouraging efficient development patterns. This Policy Element is based on and supports the Department's mission and vision and strategic goals, and is consistent with the California Transportation Plan (2005 Final Draft).

The following CASP policies respond to the Department's strategic goals:

- The Safety and Security Policy goal is to attain the safest aviation facilities possible and supports the Department's Safety and Stewardship goals.
- The Aviation System Planning Policy ensures a statewide system of airports that will accommodate different aviation needs. This policy supports the Department's Mobility, Flexibility, Delivery, and Stewardship goals.
- The Accessibility Policy focuses on groundside and airside connections to the aviation system. This policy supports the Department's Mobility, Delivery, and Flexibility goals.
- The Economic Policy is to stimulate economic growth by improving airport infrastructure. This policy supports the Department's Stewardship and Delivery goals.
- The Community Values Policy goal is to help balance demands by integrating community values into airport land use decisions. This policy supports the Department's Stewardship, Delivery, and Safety goals.

These policy statements were developed with the guiding principles of continuously improving system safety at the airport level for users and workers, improving general aviation throughput, maintaining or expanding airport capabilities and system capability, improving delivery of products and services, promoting compatible land uses around airports, and preserving previous system investments. Encroachment due to incompatible land use is the greatest threat to increasing capability and capacity and preserving the aviation system for future generations. The aviation system of California is a vital economic resource and must be preserved, maintained, and developed for future generations.

INTRODUCTION

The California Aviation System Plan (CASP) Policy Element provides direction and guidance to the Division of Aeronautics (Division) for the purpose of implementing the California Department of Transportation's (Department) mission and vision and strategic goals for aviation transportation.

Mission and Vision

Caltrans improves mobility across California.

Strategic Goals

Safety-Provide the safest transportation system in the nation for users and workers.
Mobility-Optimize transportation system throughput and provide dependable travel times.
Delivery-Improve delivery of projects and services.
Flexibility- Provide mobility choices through strategic partnerships.
Stewardship-Preserve and enhance California's resources and investments.

In order to make the connection clear between the Department's strategic goals and the Policy Element objectives, noted in italics at the left-hand margin of each page of the Executive Summary is the Department's strategic goal with which each Policy Element objective or strategy is most closely aligned.

The last Policy Element was published in December 2001. One objective of this current update is to streamline the Policy Element; therefore, many policies have been combined. Another objective is to reflect changes that have occurred since the last Policy Element. For example, a significant change since the last update is the passage of Government Code Section 65041.1, which links land use and transportation through the following goals: promoting infill development; protecting environmental and agricultural resources; and encouraging efficient development patterns. This land use-transportation connection, as reflected in regional and local plans and this document's "smart land use" strategy, produces more integrated planning decisions resulting in less congestion, reduced air pollution, and more efficient and effective accessibility to transportation services. Many regional and local plans support Government Code Section 65041.1.

It is possible that airports will benefit from Government Code Section 65041.1, since infill development in urban areas could help reduce incompatible development near airports and provide the density needed to support public transit to airports and other destinations. In some cases, however, infill development could adversely affect the airport if the development results in an increase in densities of incompatible land uses near the airport. In rural areas, airports could potentially benefit from Government Code Section 65041.1 since it protects agricultural resources and open space often located near airports.

Public transit to airports has a number of benefits. It promotes equity by improving access to airports for jobs and travel for the transit-dependent population. Transit also helps to reduce congestion on roadways to airports, which reduces emissions. In addition, reduced congestion helps air cargo and other freight trucks make just-in-time deliveries.

Another intended result of the Policy Element update is to make it more consistent with documents produced by our partners such as the Federal Aviation Administration (FAA). The California Aviation System is a significant part of the FAA's National Plan of Integrated Airport Systems (NPIAS). Consequently, this revision of the Policy Element is closely aligned with FAA's *Next Generation Air Transportation System: Integrated Plan.* FAA's new plan sets the course for transforming the national aviation system in order to meet the expected tripling of demand for air service over the next ten to twenty years. In addition, FAA's plan provides a framework for a system that takes advantage of the latest technologies, incorporates recent security improvements, and leverages the capabilities of all levels of government and the private sector. Another FAA document, the 2005 Advisory Circular *The Airport System Planning Process*, also helped guide the development of the Policy Element.

Although the Policy Element is consistent with the FAA's *Next Generation Air Transportation System: Integrated Plan*, the Division of Aeronautics' role in the air transportation system is fairly limited. Consequently, the following five (5) general policy categories and goals of the Policy Element focus on solutions that have the most beneficial outcomes on the state's air transportation system:

- **Safety and Security**: Leverage the state's role to the fullest extent possible to ensure the safety and security of the aviation system.
- **Planning**: Meet the state's immediate and future air transportation needs.
- **Accessibility**: Improve aviation transportation connectivity and capability.
- **Economy**: Support the economy through aviation transportation.
- **Community Values**: Integrate community values into airport development and nearby land use decisions.

GUIDING PRINCIPLES

In order to improve the safety and effectiveness of the state's aviation transportation system, the goals and policies outlined in the Policy Element support the Department's strategic goals by emphasizing the following:

- Continuously improving system safety at the airport level for users and workers.
- Improving General Aviation throughput.
- Maintaining or expanding airport capabilities and system capacity.
- Improving delivery of Division of Aeronautics products and services.
- Promoting compatible land uses around airports.
- Preserving previous aviation system investments.

It is important to note that improving aviation safety and increasing capacity have always played a central role in Division activities. Safety and capacity, however, involve much more than inspecting airports and adding new runways. In order to strengthen support for the Department's Strategic Goals of Safety, Mobility, and Flexibility, the Division has broadened its safety role to encompass more involvement in airport land use compatibility activities and in directly assisting airports in order to quickly resolve safety discrepancies. In keeping with this priority, the Division has strengthened efforts to promote land use compatibility surrounding airports, encouraging safety and cooperation by publishing the *California Airport Land Use Planning Handbook* in 1993 and again in 2002. Encroachment due to incompatible land use is now seen as the greatest threat to increasing capability and capacity and preserving the aviation system for future generations.

The increased emphasis on responsible land use decision-making along with the increasing recognition that airports provide significant economic benefits to a community may help to lessen the rate of incompatible land use encroachment. Further, the Department's Strategic Goal of Stewardship may highlight the fact that significant resources have been invested in the aviation system and this investment must be preserved for future generations.

SAFETY AND SECURITY

BACKGROUND:
Aviation safety is not only in the public interest; it is an economic necessity. Aircraft occupants must trust the system with their lives and goods, and the trust must be justified.

The California Department of Transportation (Department) has several aviation regulatory and safety functions. State laws and regulations require a permit from the Department to be issued before operating certain classes of airports or heliports. In addition, the Division of Aeronautics (Division) regularly conducts permit compliance safety inspections at public-use and special-use airports and heliports to ensure operating areas, traffic patterns, and approach zones meet state safety standards. The Department may suspend or revoke a permit if it determines that conditions create an unsafe situation for aircraft occupants and/or the public near the facility.

Division staff also evaluates and makes recommendations on proposed development projects near airports using mapping tools and other resources. State laws require that the Division make safety and compatible land use recommendations regarding proposed schools and state building facilities within two miles of any airport runway. In the case of school sites, if the Division recommends against a site, no state funds can be used to purchase the land or build the facility at that site.

A key ingredient in aviation safety is compatible land use planning around airports. California Public Utilities Code Section 21670 requires the creation of a county level Airport Land Use Commission (ALUC) whose purpose is to provide for the orderly development of public use airports and to ensure compatible land uses in the vicinity of airports. To ensure this compatibility, an ALUC must develop an Airport Land Use Compatibility Plan (ALUCP) (formerly Comprehensive Land Use Plan, or CLUP) for each airport. An ALUC must take into account the specific circumstances of the airports and communities for which it is making policy recommendations.

Through compatibility plans, local regulations can be developed and implemented to promote land uses that will not conflict with airport activities. All city and county general and specific plans, zoning ordinances, and building regulations are required to be consistent with the adopted compatibility plans. When the compatibility plan is adopted into the general plan, ALUCs are required to review any amendments and changes to a general plan to ensure continued consistency. If a city council or county board of supervisors does not agree with specific provisions of the compatibility plan, it may overrule the provision. Some counties elect to have an alternative process instead of an ALUC. However, even if a county has no ALUC, local governments have basic duties to promote compatibility among all land uses, including airports.

Traditionally, the State has had a very limited role in aviation security, however because of the events on September 11, 2001, the state's role has changed. There are several possibilities: the State may work with the Transportation Security Administration (TSA) in developing security guidelines or administering security audits at general aviation airports. Also, the State may work with general aviation airports and other aviation partners to ensure that the intended security enhancements are realistic and do not unreasonably burden the aviation system.

ISSUES:
- Maintaining safety with a fluctuating staff.
- Reducing and preventing incompatible land uses around airports by local governments.
- Airport security at smaller general aviation airports.

SAFETY AND SECURITY POLICY/GOAL

Attain the safest aviation transportation facilities possible

OBJECTIVE:
Continue improving aviation's excellent safety record.

STRATEGY:
Ensure permitted airports and heliports are safe and secure for aircraft to use.

IMPLEMENTING ACTION:
- Conduct periodic permit-compliance safety inspections of public-use and special-use airports and heliports.
- Conduct safety evaluations and provide authorizations for helicopter landings within 1,000 feet of any K-12 school.
- Assist in formulating and distributing information regarding security guidelines for general aviation airports.
- Review, comment on, and inspect state funded airport improvement projects.

OBJECTIVE:
Improve public safety through compatible development surrounding airports.

STRATEGY:
Promote compatible land use planning around airports.

IMPLEMENTING ACTION:
- Support Airport Land Use Commissions and their activities.
- Update and provide training on the 2002 *California Airport Land Use Planning Handbook.*

- Review proposals for construction of tall structures near airports and heliports to ensure object-free navigable air space consistent with Federal Aviation Regulation (FAR) Part 77 and Public Utilities Code Section 21659.
- Conduct safety evaluations of proposed public schools, community colleges, and state facilities sites within two miles of an airport runway.
- Work with the Department of Housing and Community Development, the Governor's Office of Planning and Research and other agencies to integrate airport land use compatibility planning into document review guidelines and checklists.
- Employ mapping tools and use other resources to assist in evaluating and making safety recommendations on proposed development near airports.
- Review environmental documents for safety issues through the California Environmental Quality Act (CEQA) process.

PERFORMANCE TARGETS:

- Inspect public-use airports every 12 months and hospital heliports every 18 months.
- Issue new/updated permits within one month of receiving an acceptable application.
- Obtain acceptable responses to airport inspection discrepancies within 90 days of the inspection.
- Evaluate and issue helicopter-landing authorizations within 14 days of a proposed landing near schools.
- Review for comment all FAA airspace case studies for FAR Part 77 obstructions located within one mile of an airport.
- Use mapping and other tools to evaluate and make safety and noise impact recommendations on all proposed public schools, community colleges and state facilities within two miles of an airport runway.
- Review and comment on all plans and specifications received and oversee all California Aid to Airports Program (CAAP) and Acquisition and Development (A&D) projects for compliance with design specifications and safety standards.
- Review the Airport Land Use Planning Handbook for update every five years, and provide training to Airport Land Use Commissions and local planning authorities whenever requested.
- Comment on general plans and environmental documents in accordance with Local Development Review/CEQA with respect to aviation-related safety and land use compatibility impacts.

PLANNING

BACKGROUND:
Aviation system planning determines if the current or planned system of airports is adequate to accommodate projected demand. The outcome of system planning is a recommendation regarding the type, extent, location, timing, and cost of the airport development needed to develop a network of airports. In addition, the objective of system planning at the state level is to provide each region of the state with a complementary system of airports to accommodate various aviation needs.

Ideally, aviation system planning should be incorporated into a larger approach to transportation planning that assumes that no one mode is the only way to fulfill transportation needs. The goal of this multimodal approach is to provide better ways to coordinate and integrate all transportation modes in order to get the best use out of the state's transportation investment.

The first step in coordinating and integrating modes is coordinating and integrating local and regional plans. One step toward the integration of modes is through the development of a comprehensive Aviation Element within the Regional Transportation Plans (RTPs). Some Metropolitan Planning Organizations (MPOs) develop a separate plan known as the Regional Aviation System Plan (RASP).

RTPs are prepared by California's Regional Transportation Planning Agencies (RTPAs) and MPOs and updated every three years in urban regions and every four years in non-urban regions. The RTP outlines regional goals and transportation improvements to be implemented in a region over the next 20 years. The RTP is the mechanism that facilitates coordination of all transportation related plans within a region. Regional planning law requires RTPAs to consider and incorporate, as appropriate, the transportation plans of cities, counties, districts, private organizations, and state and federal agencies. In addition, general plan laws require that circulation, land use, and housing elements of city and county general plans be consistent with each other. The law also requires the general plan to be coordinated with other public agency plans. Since RTPs are produced by public agencies, general plans must be coordinated with the RTP. Decisions that are based on well-coordinated plans will result in more comprehensive planning and may help to prevent future conflicts.

Draft plans are typically circulated for review and comment. Although it is not realistic to expect all plans to be consistent with each other at all times, the review process often helps to raise a "red flag" that plans are not consistent with one another. For example, if the Airport Master Plan projects an airport to experience major growth of operations or passengers in that region, but this is not consistent with the RTP or general plan, the conflicts can be addressed through the review and comment process.

Another scenario could be that an airport outside the city limit expects to grow, but the city general plan shows housing right up to the airport edge. This may prevent future airport growth. Land use planning should be consistent in all plans.

Planning for airports at all levels of government relies on research. Research includes data, studies, and technological improvements such as improved runway pavement or improved navigational equipment. Technological improvements enhance capacity at individual airports and the system of airports. Current state and federal research policies emphasize the importance of relationships, coordination, and partnering with other governmental agencies, educational institutions, communities, the private sector, and all modal agencies.

One problem within the field of aviation research includes a lack of reliable data, such as the number of operations at non-towered airports. Another area lacking in certain types of data is air cargo. Better knowledge of the type, weight, and value of cargo would make it easier for decision makers to provide adequate facilities.

Increased awareness of the economic importance of aviation and air cargo and the need to be prepared for the projected increase of demand on cargo facilities has lead to increased federal sponsorship of research. Use of the resulting research information, reports, and documents will contribute toward a safer, more efficient, and effective multi-modal transportation system. Using universities and the private sector as resources, real or potential problems and solutions can be identified, which can assist in the decision-making process.

ISSUES:
- Inconsistency of plans.
- Lack of accurate aviation data.
- Lack of access to aviation data due to airline and cargo company proprietary issues.
- Geographic Information System technology and effects.

PLANNING POLICY/GOAL
Meet the state's immediate and future air transportation needs

OBJECTIVE:
Meet future aviation needs by developing a complementary system of all types of airports using a proactive planning approach.

STRATEGY:
Employ a comprehensive planning approach to identify needed changes to make system improvements and meet current and future demands.

IMPLEMENTING ACTION:

- Work with RTPAs and other partners to prepare the California Aviation System Plan, which influences and/or coordinates decisions that are supportive of the California Department of Transportation's (Department) aviation goals.
- Conduct aviation-related studies to support the CASP.
- Comment on Airport Master Plans and Airport Layout Plans for safety and potential capacity enhancing projects.
- Collect and maintain airport operational data and other information to support the CASP.
- Maintain and periodically update a pavement management tool for airports, which relates runway conditions to maintenance actions.
- Work with the FAA, airport management, and aircraft operators to increase the instrument approach capabilities and Global Positioning System (GPS) instrument approaches at general aviation airports.

OBJECTIVE:

Ensure support for aviation through collaboration.

STRATEGY:

Encourage coordination and cooperation with local, regional, state, and federal agencies to promote aviation interests and Department goals.

IMPLEMENTING ACTION:

- Participate in or conduct meetings with local governments, the FAA and other decision-makers regarding safety, encroachment, and capacity enhancements.
- Review and comment on city and county general plan actions and environmental documents to promote safety around airports.
- Evaluate possible aviation uses and identify ground access concerns regarding military base reuse.
- Encourage state, regional transportation planning agencies, and other local agencies to take an active role in planning, funding, developing, operating, and maintaining access to airports for goods movement and passenger travel.

OBJECTIVE:

Promote research for the improvement of the aviation system.

STRATEGY:

Seek improvement to the aviation system through focused research.

IMPLEMENTING ACTION:
- Participate in transportation planning and policy research workshops and meetings.
- Identify gaps, develop proposals, and administer contracts and studies related to promoting aviation or solving aviation problems.

OBJECTIVE:
Improve the aviation system by proposing or endorsing legislative initiatives.

STRATEGY:
Evaluate and comment on proposed aviation-related laws and regulations.

IMPLEMENTING ACTION:
- Support legislative initiatives, which contribute to the efficient and effective operation of the aviation system.
- Analyze and comment on proposed federal and state legislation, which affects the state's role in aviation.
- Encourage increased flexibility in use of jet fuel tax, airport revenues, and passenger facility charges for projects to improve ground access.

OBJECTIVE:
Build support for aviation as a vital transportation mode and career field.

STRATEGY:
Use innovative outreach techniques to educate the public.

IMPLEMENTING ACTION:
- Provide public outreach for school educational programs including the annual FAA aviation art contest.
- Maintain a list of California aviation museums.
- Create and distribute guidelines and fact sheets on various aviation issues to Department districts, regional planning agencies, and airport management.
- Identify and publish the economic benefits of airports.

PERFORMANCE TARGETS:

- Update the CASP Policy, System Requirements, and Inventory/Forecast Elements and the Capital Improvement Plan every two years.
- Incorporate aviation-related questions into plan review checklists for RTPs, Overall Work Plans (OWPs) and general plans.
- Periodically place acoustical aircraft counters at non-towered airports to obtain aircraft traffic sampling.
- Participate in aviation-related stakeholder meetings to discuss aviation issues.
- Comment on legislative proposals pertaining to the state's role in aviation.
- Communicate with aviation contacts in the Department's districts at least twice a year.
- Comment on all updates of Airport Master Plans and Airport Layout Plans.
- Produce art contest brochures and distribute widely.
- Provide educational materials to schools upon request.
- Review and comment on planning and environmental documents on all military bases that have been identified for conversion to public use.
- Develop useful performance measures pertaining to aviation.
- Work with other divisions within the Department to periodically compile a report on proposed aviation-related legislation.
- Work with the FAA and airport management to improve instrument approach capability as a capacity and access enhancer.
- Develop annual research problem statements, manage approved aviation-related research projects, and monitor other institutional research centers.
- Periodically update Airport Pavement Management System report for all California general aviation public use airports.

ACCESSIBILITY

BACKGROUND:
Aviation "accessibility" in this document refers to either ground access to airports or access of communities to the intra- and interstate aviation transportation system.

Ground access problems into and out of many airports exist, affecting passenger service and the air cargo industry. In heavily used urban transportation corridors, ground access to airports can be a critical issue. Ground access is deteriorating, since many major airport access routes also serve as primary commuter routes and are increasingly overburdened by local and through traffic. In some areas, this is compounded by port-related truck traffic. Passengers encounter long delays in accessing the airport, at times resulting in missed flights. These problems are often compounded by limited transit connections to the airport.

The difficulty of picking up or delivering cargo on time has caused some air cargo operators to solve their ground access problems by locating to another airport out of state or away from the major metropolitan areas. In some instances, this only shifts ground access problems elsewhere and increases regional highway congestion.

Planning for ground access improvements requires a comprehensive approach. Adequate data needs to be collected and formatted to provide transportation decision makers with information useful to plan for ground access to airports. Projects that appear to only affect one mode must be carefully analyzed for hidden impacts and/or possible modifications that would improve ground access to airports at the same time. Rather than analyzing how modes can compete with one another, a more constructive approach would be to determine how the modes could complement one another, thereby helping to solve ground access problems.

Several factors indicate that ground access to airports could improve in the future. The important role that airports and air cargo play in the economy is being recognized at the state, federal, regional, and local level. Although air cargo volume is only a quarter of the overall cargo industry, it consists of approximately three quarters of the value, according to the 2003 study *Aviation in California: Benefits to Our Economy and Way of Life*. In addition, the California Department of Transportation's (Department) Global Gateways Development Program recognized the importance of goods movement to California's economy, particularly international trade. The report, which identified top priority global gateways including six ports, five international airports and two border crossings, emphasizes the need to improve the transportation infrastructure leading to the gateways. The Department's Interregional Transportation Strategic Plan (ITSP) also emphasizes ports and gateways and supports increased funding for the interregional movement of people and goods.

Improving airport ground connections is not the only access issue facing the aviation system. Communities that do not recognize the importance of the airport to the community including generating jobs, bringing supplies to businesses, providing airlift in emergencies, and attracting people to the community for recreational opportunities, etc., may face the threat of losing the airport. Not only would the community lose connection to the state, national, and international aviation system; but since many companies will not locate in a community without an airport, the community may lose out on the opportunity to attract new business.

The Division of Aeronautics (Division) views small and medium-sized airports as important to the system of airports as the large metropolitan airports. As noted above, smaller, general aviation airports provide a variety of services and uses. The Division continues to work with communities that are eager to attract passenger air service. Communities with medium-sized airports may benefit from a new trend: low cost airlines maintaining their competitive edge by serving less expensive, easier to access smaller hub and non-hub airports.

The FAA is researching access problems as well. In their *Next Generation Air Transportation System: Integrated Plan*, strategy number one is to develop airport infrastructure to meet future demand. To support this strategy, research questions include airport access alternatives and associated transportation, security, and information requirements.

ISSUES:

- Capacity constraints, like ground access, threatening air cargo growth and consequently the economy.
- Dilemma of airport parking revenues versus encouraging convenient non-revenue producing public transportation.
- Meeting airport ground access issues comprehensively and with flexibility, considering all modes of transportation and innovative ways to finance.
- Lack of access to the national aviation system from rural localities.

ACCESSIBILITY POLICY/GOAL

Improve aviation transportation access

OBJECTIVE:

Improve ground access to airports by reducing traffic congestion around airports.

STRATEGY:

Seek improved ground access to airports for passengers and cargo through a comprehensive approach.

IMPLEMENTING ACTION:

- Work with federal, regional, and internal partners to improve airport access and connections, which will relieve congestion, improve air quality, roadway safety, and promote economic growth.
- Encourage multimodal, especially transit, aspects of planning when reviewing planning documents.
- Work with airport management to determine passenger and goods movement needs into and out of airport sites.
- Advocate for flexibility in use of federal funds to address highway safety and congestion problems caused by goods movement-related congestion.

OBJECTIVE:

Improve small community access to the national air transportation system.

STRATEGY:

Educate airport management on available funding and other options to improve mobility for small communities.

IMPLEMENTING ACTION:

- Preserve an effective system of reliever and general aviation airports in California.
- Support and assist communities and airports applying for small community air service program funds.
- Provide information to airport managers and planning agencies regarding funding options through Vision 100, the federal reauthorization of the Aviation Investment Reform Act for the 21st Century (AIR-21).

PERFORMANCE TARGETS:

- Work with RTPAs, Metropolitan Planning Organizations (MPOs), and the Department's districts to make the connection between Airport Master Plan updates and impacts of air traffic growth on adjacent surface traffic.
- Comment on draft Regional Transportation Plans (RTPs) regarding the importance of both passenger and cargo ground access issues and other issues pertinent to airports.
- Work with airport management regarding changes in regulations and possible grant funding opportunities for improved ground access and increased air service.

ECONOMY

BACKGROUND:
Aviation greatly enhances the economy and quality of business, personal and family life for all Californians. According to *Aviation in California: Benefits to Our Economy and Way of Life*, aviation contributes over $2,000 to the average real personal per capita income. Aviation provides enormous economic benefits by supporting tourism and the air cargo industry as well as less tangible benefits such as saving lives via emergency response and medical and fire fighting services. Aviation contributes nearly nine percent of both total state employment (1.7 million jobs) and total state economic output ($110.7 billion).

Ensuring the state's continued economic vitality by securing the resources needed to maintain, manage, and enhance the transportation system, while providing a well-organized and managed goods movement system is essential. Today, funding for airport capital and planning projects can come from various sources. At the federal level, Vision 100, the four-year reauthorization of AIR-21, allows for more flexibility in funding, more funding for small airports, an emphasis on partnering, and opportunities for innovative joint projects. Partnering with cities, the Federal Aviation Administration (FAA), and other stakeholders for financial and political support is encouraged and rewarded.

Federal authorization of AIR-21 made ten "block grant" state slots available, allowing those states to receive federal airport funding in a lump sum to distribute based on system wide needs within each state. To date, nine states have been designated as "block grant" states. One slot remains unfilled. The Division of Aeronautics (Division) continues to explore applying for block grant status, since this could result in more state control of federal funding for approximately 165 California general aviation airports.

The Division administers three state grant programs from the Aeronautics Account in addition to a separate local airport loan program. Current Division revenue sources are an eighteen cent per gallon excise tax on general aviation gasoline and a two cent per gallon excise tax on general aviation jet fuel (air carrier and military aircraft and aviation manufacturing are exempt). Although funds flow into the Aeronautics Account, they are irregular due to fluctuations in fuel type usage. In addition, aviation gas tax funds in the recent past have been diverted to non-transportation General Fund uses to help balance the state budget.

ISSUES:
- State aviation funding remains unprotected and unstable.
- Identifying innovative funding sources.
- Achieving more timely use of state funds.
- Weighing the potential costs and benefits of becoming a FAA block grant state.
- Lack of consistency between federal and state programming documents, which creates duplication of demand.
- Ensuring that California can successfully compete with other states to continue as an international aviation gateway.
- Educating the public and locally elected representatives on the significance of airports as generators of economic growth.

ECONOMY POLICY/GOAL

Improve aviation and the economy through financial resources

OBJECTIVE:
Preserve airport infrastructure and expand capacity to stimulate economic growth.

STRATEGY:
Manage grant and loan programs effectively and efficiently.

IMPLEMENTING ACTION:
- Focus limited discretionary Acquisition and Development resources on safety, capacity, and capability enhancing projects.
- Provide loans to help airports establish revenue-generating projects.
- Distribute Annual Credits for eligible airport projects.
- Provide matching funds for FAA's Airport Capital Improvement Plan (ACIP) projects benefiting general aviation safety, capability, and capacity.

OBJECTIVE:
Leverage available dollars better, to improve the aviation system.

STRATEGY:
Preserve or increase dedicated revenue sources and funding to maintain and enhance aviation facilities.

IMPLEMENTING ACTION:
- Monitor proposed federal laws that may affect aviation funding.
- Explore federal block grant status in collaboration with affected partners.
- Coordinate the FAA's Airport Improvement Program (AIP) with the Division's Capital Improvement Plan to best leverage matching funds.

PERFORMANCE TARGETS:
- Produce the biennial Aeronautics' Funding Program for adoption by the California Transportation Commission (CTC).
- Distribute Annual Credits within six to eight weeks, consistent with funding availability.
- Initiate state-funded airport safety and infrastructure maintenance and improvement projects within one year of CTC allocation/encumbrance and seek projects completion within two years.
- Explore application for state block program by 2007.
- Coordinate annually FAA's Airport Capital Improvement Plan (ACIP) with the Division's Capital Improvement Plan.
- Maintain and improve regulations authorizing grant funding for aviation projects.

COMMUNITY VALUES

BACKGROUND:
How we plan affects how we grow. Effective planning supports community values and economic vitality. In some areas we are living with the results of poor planning in the form of reduced air and water quality, and inefficient development patterns that result in increased surface traffic congestion.

Maintaining a high quality of life is important to Californians. Whether seeking personal or business supplies via the air cargo industry, flying for recreational purposes, making a spur of the moment business trip, or making an emergency long distance trip for family matters, there is no doubt that aviation is one of the key underpinnings supporting the lifestyle Californians seek. Aviation provides opportunities for people and businesses to save time, an important commodity in a State seeking continued prosperity.

Growth comes at a price. The growth in population and increased demand for housing and transportation services will continue to threaten erosion of the quality of life we expect. The solutions to address the problems must balance our community and environmental values with transportation safety and performance. In addition, it is critical that solutions support and facilitate economic opportunities and sustainability. The concept of "smart land use" has come out of the desire to balance all of these concerns. Since growth is likely to happen whether we plan for it or not, it seems "smart" to manage land use wisely, so the community can support the quality of life Californians are seeking.

Smart land use encourages efficient development patterns, a stronger jobs-housing balance, and efficient use of existing resources and discourages leapfrog or greenfield development. Increasing the connection between land use, housing, and transportation decisions is seen as a way of using our resources more effectively and managing land use to avoid some of the negative consequences of growth.

Airports may benefit from these efforts to consider the multiple impacts of land use decisions. Open space near airports is often viewed as a low-cost source of land to build housing. Local approval is often given to builders because the long-term costs are not always considered, noise concerns from people living near the airport, safety concerns, lack of opportunity for the airport to grow, or even closure of the airport. Another related land use issue is that at some airports there is a concentration of affordable housing adjacent to or near the airport. This concentration could result in an environmental justice issue if low-income populations are disproportionately affected by airport related noise. A sensible "smart land use" approach around airports would be to seek development of compatible commercial and industrial uses around the airport.

An example of compatible development supporting airport use is a privately financed business park planned adjacent to Sacramento International Airport. After its build-out in 20-25 years, it is hoped that 38,000 people will be employed there, and a boost of $4 billion a year in indirect benefits will be pumped into the economy. In addition, this business development has the potential to ward off incompatible land uses.

One of the Division of Aeronautics' (Division) regulatory roles assures accuracy and standardization in noise monitoring programs and balances the conflicting needs of the general public via the noise variance process. Despite quieter Stage 3 aircraft, noise exposure from airplanes continues to impact tens of thousands of residential units around the state's ten county-designated "noise problem" airports. Some local governments react to noise complaints by adopting or threatening to adopt more stringent operational restrictions or take action to close the "offending airport." Continued work with our partners by responding to development proposals, school site evaluations, and further technological development, will help mitigate the effects of aircraft noise. Examples of some proactive steps taken to prevent noise problems include tightening development standards to keep homes away from an airport's flight path, and local governments adopting stricter noise standards to mirror an adopted Airport Land Use Compatibility Plan.

There are no swift solutions for finding the right balance in transportation decisions regarding where we grow and how we grow. Further, it is often difficult to pinpoint all the effects of growth or determine what the environmental or financial costs will be. The public engagement process, which is now used in most transportation projects and plans, allows identification of problems and solutions early in the planning process that can reduce costs. Increased public engagement in local decisions is seen as a way of promoting public awareness of the transportation impacts and the alternatives, so that if trade-offs are necessary by local decision makers, the public has been part of the discussion.

ISSUES:

- Community concerns about aircraft noise.
- Resolving noise problems in a reasonable time period.
- Ensuring coordination between federal, state, and local efforts to mitigate aircraft noise.
- Affecting future generations due to poor transportation/land use decisions today.
- Disproportionately affecting economically disadvantaged populations by poor transportation decisions.
- Determining the best public engagement and outreach process to use.

COMMUNITY VALUES POLICY/GOAL

Integrate community values into airport land use decisions

OBJECTIVE:
Promote land use decisions that integrate land use, housing, and transportation.

STRATEGY:
Identify and help local governments seek mitigation for aircraft noise impacts.

IMPLEMENTING ACTION:

- Review and comment on environmental documents with respect to land use, compatibility planning per the California Environmental Quality Act (CEQA).
- Review and comment on general plans, specific plans, and other municipal planning documents to insure they address airport land use compatibility planning.
- Consider variances from state noise standards, conduct public hearings, approve noise-monitoring systems, review mitigation progress reports, and assist airports and communities to develop mitigation plans/policies.
- Analyze, comment, and represent the state's role and interests in preventing or mitigating potential adverse aircraft noise impacts.
- Monitor the reduction in number of incompatible residential units exposed to aircraft-generated noise around the ten county-designated "noise problem" airports.
- Encourage communities to limit new housing in areas near airports exposed to significant levels of aircraft noise, with particular attention to low–income units.

OBJECTIVE:
Promote smart land use around airports.

STRATEGY:
Encourage policies that support aviation by discouraging airport encroachment.

IMPLEMENTING ACTION:

- Encourage "downtown" infill and other efficient development patterns compatible with airports.
- Develop environmental protection that allows sustained aviation growth.
- Encourage communities to make better long-term land-use decisions to preserve airports for future generations.

OBJECTIVE:
Promote public involvement in airport planning.

STRATEGY:
Encourage early and ongoing public engagement in the planning and decision-making process in order to identify problems and explore solutions.

IMPLEMENTING ACTION:
- Encourage airports to involve citizens in the Airport Master Planning process.
- Encourage citizen participation on aviation advisory committees and airport action groups.
- Review Regional Transportation Plans (RTPs) and other planning documents for encompassing a public engagement process, which includes aviation interests.

PERFORMANCE TARGETS:
- Review all environmental documents received and comment on those that identify airport-related noise and public safety impacts.
- Review environmental documents for land use and other safety issues through the Local Development Review/CEQA process.
- Represent state interests on noise impact and mitigation measures.
- Review general plans, Airport Master Plans, and other planning documents for inclusion of public engagement opportunities regarding aviation issues.
- Track the reduction of incompatible residential units exposed to aircraft-generated noise around the ten county-designated “noise problem” airports.

APPENDIX A

GLOSSARY

AB 857	An Assembly Bill signed by the Governor in 2002 regarding infrastructure planning. Relative to transportation planning, it added Government Code Section 65041.1 to clarify state planning priorities. These priorities are "intended to promote equity, strengthen the economy, protect the environment, and promote public health and safety in the state…." The priorities are: "(a) To promote infill development and equity…. (b) To protect environmental and agricultural resources…. (c) To encourage efficient development patterns…."
Airport Improvement Program (AIP)	Mandated in the Airport and Airways Improvement Act of 1982 and reauthorized in the Airport and Airway Safety and Capacity Expansion Act of 1987 and later Acts, the FAA is authorized to provide funding assistance for the planning, design, and development of airports.
Airport Land Use Commission (ALUC)	A commission established by California law required to develop a plan for promoting and ensuring compatibility between each public-use airport and the land uses surrounding them.
Airport Land Use Compatibility Plan (ALUCP)	A plan, usually adopted by an Airport Land Use Commission, which sets forth policies for promoting compatibility between airports and the land uses which surround them. Often referred to as a Comprehensive Land Use Plan (CLUP).
Airport Land Use Planning Handbook	Guidelines to assist Airport Land Use Commissioners and planners in promoting land use compatibility around airports.
Airport Layout Plan (ALP)	Depicts existing and proposed airport facilities and land uses, their locations, and pertinent clearance and dimensional information required to show conformance with the applicable standards. It shows the airport location, clear zones, approach areas and other environmental features that may influence airport usage and expansion capabilities and includes the following elements: - Airport Layout - Location Map - Vicinity Map - Basic Data Table - Wind Information

Airport Master Plan	Documents and drawings providing guidelines for future development of an airport from a physical, economic, social and political perspective. The Airport Layout Plan is included in this plan.
California Aid to Airports Program (CAAP)	The cumulative grant programs administered by the Division of Aeronautics (Division) including: Annual Credits, Acquisition and Development Grants, and AIP Matching Grants.
California Aviation System Plan (CASP)	Provides the forum for the California Department of Transportation (Department) to conduct continuous aviation system planning. Guides the future development and preservation of the statewide system of airports and aviation facilities.
California Environmental Quality Act (CEQA)	The goal of CEQA is to make sure environmental issues related to proposed projects are considered. This goal is met through identifying, avoiding, and mitigating potential problems using a comprehensive review process.
Capital Improvement Plan (CIP)	A comprehensive list of airport project needs broken into two five-year phases. The CIP is updated every two years and becomes the basis for the Division's Proposed Program for Aeronautics adopted by the California Transportation Commission. Federal and state funded projects should be included in the CIP.
California Transportation Commission (CTC)	A nine-member commission appointed by the Governor which programs and allocates funds for California's transportation projects.
Environmental Impact Report (EIR)	A document prepared under CEQA describing and analyzing the significant environmental effects of a project and discussing ways to mitigate or avoid the effects.
Federal Aviation Administration (FAA)	The U.S. governmental agency that is responsible for insuring the safe and efficient use of the nation's airports and airspace and regulating pilots and aircraft.
Federal Aviation Regulation (FAR) Part 77	Establishes standards for determining obstructions to navigable airspace.
General Plan	A state mandated long-range planning document addressing present and future land use, transportation, housing, historic preservation, open space, and other important community components.

Global Positioning System (GPS)	A navigational and positioning system to determine the latitude, longitude, and elevation anywhere on or above the Earth's surface using radio signals from satellites.
Intergovernmental Review (IGR)	A review process required under executive order to facilitate communication among governmental entities on proposed projects.
Interregional Transportation Strategic Plan (ITSP)	The ITSP identifies six key objectives for implementing the Interregional Improvement Program and strategies and actions to focus improvements and investments.
National Plan of Integrated Airport Systems (NPIAS)	A national plan for the development of public-use airports in the United States published by the Secretary of Transportation in accordance with the Airport and Airway Improvement Act of 1982 and reauthorized in the Airport and Airway Safety and Capacity Expansion Act of 1987.
Metropolitan Planning Organization (MPO)	A federally designated agency responsible for planning, programming, and coordinating federal highway and transit investments within a specified urban area.
Overall Work Program (OWP)	An annual document created by metropolitan planning agencies which outlines major planning tasks, identifies new and continuing work elements, assigns budgets, and specifies funding sources.
Regional Aviation System Plan (RASP)	Provides a forum for a Regional Transportation Planning Agency to conduct continuous aviation system planning. Guides the future development and preservation of a region-wide system of airports and aviation facilities.
Regional Transportation Plan (RTP)	Prepared and adopted by RTPAs every four years and MPOs every three years in accordance with CTC guidelines, the RTP attempts to provide a coordinated and balanced regional transportation system over a 20-year time frame.
Regional Transportation Planning Agency (RTPA)	The multi-county or county-level agency responsible for transportation planning, the preparation of Regional Transportation Plans, and the allocation of transportation funds.
Smart Land Use	A compact efficient, and environmentally sensitive pattern of development that provides people with additional travel, housing, and employment choices by focusing future growth away from rural areas and closer to existing and planned job centers and public facilities.
Vision 100	The federal reauthorization of AIR-21 designed to strengthen America's aviation sector, provide needed authority to the FAA, and enhance the safety of the traveling public.

APPENDIX B

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